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The aim of the "democratic countries" is to secure domination on the Tembe, and to exclude "importalistic powers" from it. By installing pupper governments in the majority of the littoral states and by gaining actual control and hold of the majority of ships plying between the Delta and Regensburg by means of the mixed companies, they have practically schieved domination. As long as the principle of free navigation is maintained, however, they cannot achieve exclusion of the "importalistic powers".

Yet there is dam, or in the term, "free navigation"; it has estensibly lost its original meaning. Cabotage long ago cented to be regarded as an element of "free navigation". The term has also lost a part of its meaning which was considered inherent in it, in fact which was the very reason for its introduction, i.e. commercial equality. Obviously there can be no commercial equality when every commercial interchange is a result of more numerical agreements and the private citizen in the Joviet orbit is excluded from Foreign trade which has become a state monopoly.

At present, the practical possibilities of free navigation on the Danube are restricted to:

(a.) securing, for wessels of all flags, access to the utmost parts of the

(b) securing, for companies based in countries in the Danube area but outside of the Soviet orbit, all the saccessories necessary to maintain
navigation in the Soviet sphere. These accessories would include warehouses, ports, pilots, and winter harbor facilities.

If proper safeguards are not incorporated in the Danube agreement, the sipartan states will have many loopholes by which they can render navigation on the Danube practically impossible while still maintaining the letter of the law. They could, for example, assert that mixed companies are entities separate from the state, then transfer all navigation facilities to the mixed companies and discorn all responsibility for any violations of the free navigation principle which the companies may subsequently make.

The provisions contained in Article 23 of the Danube Statute regulating transit formalities are strict. They could be made more strict by the agencies entrusted with enforcing them. They could also be changed by the riparian states to such an extent that it would be difficult not to violate them unintentionally. It is easy to imagine the possibilities of "unintentional" violations by "undesired" vessels, and the exploitation of such incidents by the riparian states eager to defend their "sovereign rights" and "undertake measures to prevent future encrochments by imperialistic powers, etc." History records previous instances where the principle of free navigation was proclaimed, then frustrated by the same powers who had proclaimed it. The Treaty of Mains in 1831, for example, provided for free navigation of the Rhins. A provision inserted in the treaty, however, made possession of a navigator's license obligatory for all ship's masters but, at the same time, seelared the masters of fereign vessels inclifible to receive such a kicense.